

Summary of the Terminal Evaluation

I. Outline of the project	
Country: Kingdom of Cambodia	
Project: Cambodia-Japan Cooperation Center Project	
Sector: Human resource development	
Cooperation scheme: Technical cooperation project	
Division in charge: Japan Center Program Division, Public Policy Department	
Cooperation amount (at the time of evaluation): 1,263,095,000 yen (on the basis of the implementation plan for FY2008)	
Period of cooperation	(R/D): Apr.1, 2004 to Mar. 31, 2009
	Partner country's implementing organization: Ministry of Education, Youth and Sport, Royal University of Phnom Penh
	Supporting organization in Japan: The Japan Foundation
Other related cooperation: (E/N)(grant aid) Jun. 15, 2004	
<p>1-1 Background to and outline of the cooperation</p> <p>Cambodia lost its infrastructures, human resources, social systems, and many other things due to the civil war that started in 1970 and lasted for more than 20 years. From 1975 to 1979 in particular, Cambodia became a communist society and faced great confusion due to its radical policies. Many negative effects of the civil war have not diminished even now. After the conclusion of the Paris Peace Agreement on Cambodia in 1991, the Cambodian Government has endeavored to introduce a full-scale free market economy. However, because the institutional basis for this is weak, it is necessary to provide not only physical (hard) support but also non-physical (soft) support – that is, support for the development of human resources and the establishment of government structures and systems. Above all, the construction of systems necessary for the transition to a market economy and the development of human resources are urgent issues.</p> <p>In January 2002, the Japanese Government and the Cambodian Government decided to establish a Japan Center on the premises of the Royal University of Phnom Penh. In April 2004, both countries jointly started Cambodia-Japan Cooperation Center (CJCC) Project. In November 2005, the construction of the CJCC using grant aid was completed. When the mid-term evaluation study was conducted in October 2006, the results of the activities thus far were checked, and public relations and information provision were added to the main activities. In May 2007, the Steering Committee confirmed the changes to the activity plan (revision of PDM and PO).</p> <p>At present, this Project is strengthening the following four activities: 1) human resources development courses (business courses); 2) Japanese language courses; 3) mutual understanding programs; and 4) public relations and provision of information. In addition, the Project is also strengthening the system for operating the CJCC through the above activities. Japan has dispatched four long-term experts (a chief advisor, an operations coordinator; an expert in charge of guidance concerning Japanese language courses, an expert in charge of mutual understanding programs) and several short-term experts (for human resources development courses and public relations / provision of information).</p>	
1-2 Contents of the cooperation	

(1) Overall goal

To enhance consistent human resources development to promote market economy and to further strengthen the mutual understanding and cooperation between Cambodia and Japan

(2) Project goal

To establish a management system and a framework of CJCC

(3) Outputs

- 1) To establish efficient and effective management, planning and operation system of CJCC
- 2) To provide effective HRD courses
- 3) To provide high-quality Japanese language education (intermediate level)
- 4) To provide exchange activities to contribute to human resources and information networks between Cambodia and Japan
- 5) To promote the Center through its website and other promotion activities, to provide information, to do networking with outside organizations both in Cambodia and Japan

(4) Inputs (at the time of evaluation)

- 1) Japanese side
Dispatch of long-term experts: 4 experts (7 experts in total)
Dispatch of short-term experts: 51 experts
Training in Japan: 8 participants
Provision of equipment: 200 million yen
Sharing of local operating costs: about 1.19 million dollars
- 2) Cambodian side
Placement of counterparts: 5 persons
Staff members employed by CJCC: 41 persons
Provision of land and facilities (premises of the CJCC and its facilities)
Operating costs (electricity and heating expenses and communication costs)

II. Outline of the evaluation team

Team members	Team Leader: Mr. Katsutoshi FUSHIMI, Team Leader, Japan Center Program Division, Public Policy Department, JICA Evaluation Analysis: Mr. Nobuhisa IWASE, IMG Inc. Japanese Language Course Evaluation: Mr. Toru NAKAJIMA, Expert Member of the Japanese Language Institute, Kansai, The Japan Foundation Japanese Language Course Evaluation Planning: Ms. Yuri TAKEDA, Dispatch and Support Division, Japanese-Language Department, The Japan Foundation Evaluation Planning: Mr. Kazuya SUETA, Japan Center Program Division, Public Policy Department, JICA	
Period of the evaluation	Oct. 1 to 18, 2008	Type of evaluation: Terminal evaluation

III. Outline of the evaluation results

3-1 Confirmation of the achievements

As a result of the evaluation, it was confirmed that inputs from Japan and Cambodia were properly carried out according to the initial schedule as described in 1-2 (4) above over approximately four and a half years between the beginning of the Project and the time of the terminal evaluation.

3-1-1 Status of achievement of the outputs

The Status of achievement of the outputs is as follows:

(1) Output 1: To establish efficient and effective management, planning and operation system of CJCC

The organization of CJCC has been established under the direction of the Cambodian Director-General. CJCC has seven departments, and human resources have been assigned to appropriate positions. The Rules and Regulations for Cambodian Staff have been introduced to specify the basic duties and responsibilities of the staff members. An Approval Sheet on how to make decisions concerning management has also been introduced. As a part of the monitoring system, each department submits monthly reports to the Director-General. CJCC has frequently held management meetings and expert meetings.

An annual budget plan is prepared based on the JICA budget every year and is appropriately reviewed every quarter. However, an integrated financial plan that includes the estimation and plan of CJCC's revenues and expenditures has not yet been established. The Cambodian Director-General, the department managers, and the experts hold a meeting every week.

On behalf of the CJCC service users, the Rules and Regulations for the Use of CJCC Facilities and Equipment have been produced in Khmer, Japanese, and English. The number of visitors, the revenues from the library, including CJCC membership, and the usage rate of CJCC's equipment are increasing.

Because the activities related to Output 1 have been carried out smoothly in this way, Output 1 is expected to be achieved by the end of the Project.

(2) Output 2: To provide efficient HRD courses

As for HRD courses, "seminar series," "entrepreneur course," and "business management course" have been designed and provided. By the time of the terminal evaluation, 5,578 persons had participated in 24 seminars, 81 persons were assigned to 18 classes to participate in the entrepreneur course, and 60 persons were assigned to 21 classes to participate in the business management course (on the basis of a full course). The number of people completing the courses was 45 for the entrepreneur course and 228 for the business management course. The participants seem to be very satisfied with the courses.

(3) Output 3: To provide high-quality Japanese language education (intermediate level)

As for Japanese language courses, 44 training courses, 1 seminar, and 8 special programs were planned and provided. In each of the courses, the number of applicants was higher than the fixed number of places for participants. All the classes were filled to capacity. The total number of participants was 1,620. Of all the participants, 71% completed the courses. According to the results of a questionnaire survey, all the participants answered

that they were “very satisfied” or “satisfied” with the courses.

CJCC’s Japanese language courses are characterized by the management of intermediate level classes and the training of Japanese language teachers and provide high-quality training to participants with a relatively high level of ability. Local lecturers from Japanese language schools in Phnom Penh also participated in the CJCC training courses. In addition, training by local lecturers has been promoted. From these viewpoints, CJCC is expected to almost accomplish Output 3.

- (4) Output 4: To provide exchange activities to contribute to human resources and information networks between Cambodia and Japan

From the beginning of the Project to the end of August 2008, 206 exchange programs were carried out with the participation of 30,325 persons in total. According to the results of a questionnaire survey of participants in the programs, almost all the participants were satisfied with the programs. These programs introduced not only Japanese culture but also various aspects of Cambodian culture. Participation in most of the programs was free of charge. The indicators show that CJCC is going to achieve Output 4.

The issue in this field is a shortage of human resources for the Japanese culture programs. Although such programs as tea ceremony and flower arrangement demonstrations are carried out by Japanese volunteers living in Phnom Penh, it is often difficult to find appropriate volunteers to teach Japanese culture. Another limitation on the exchange programs is that no short-term experts have been dispatched in any specific field.

- (5) Output 5: To promote the Center through its website and other promotion activities, to provide information, to do networking with outside organizations both in Cambodia and Japan

Output 5 was added to the PDM as a result of the mid-term evaluation. CJCC has carried out public relations and provided information. CJCC has operated its website in Khmer, Japanese, and English, and the total number of hits has reached more than 160,000. The Project has developed multimedia teaching materials for the HRD courses and the Japanese language courses and supervised a TV program entitled *Ogenki-desuka* (“How Are You?”) which introduced Japanese people living in Cambodia. According to the results of a survey on visibility, the proportion of persons who know CJCC by name increased from 14% in 2007 to 24% in September 2008.

3-1-2 Degree of accomplishment of the project goals

Project goal: Establishment of systems that enable the continuous implementation of activities to develop human resources for the promotion of the transition to a market economy and promoting mutual understanding and cooperative relations between Japan and Cambodia.

The indicators for the project goal are as follows:

- Indicator 1: Number of the membership has increased to 900.
- Indicator 2: 15% of the Center’s local expenditure is covered by the Center’s own income.
- Indicator 3: Name of the Center is more recognized in Phnom Penh.
- Indicator 4: Number of exchange activities such as exchange program among universities in both countries has increased.
- Indicator 5: All stages of HRD courses are done by the counterpart’s initiative.

- Indicator 6: 6 of ex-participants of HRD courses have started a new business.
- Indicator 7: 70% of ex-participants of HRD courses have improved management in their current environment.
- Indicator 8: All stages of Japanese language courses are done by the counterpart's initiative.
- Indicator 9: Number of ex-participants of HRD courses (including Yomiuri scholarship students and the twining program) who goes to Japan for his/her study has increased.
- Indicator 10: All stages of Exchange Program are done by the counterpart's initiative.

As described below, most of the indicators that measure the degree of accomplishment of the project goals had been fulfilled by the time of the terminal evaluation. The number of CJCC members and the level of visibility of the CJCC have increased, and most of the stages of the courses and programs have begun to be carried out under the leadership of C/Ps. Many graduates from the HRD courses have improved the management of existing businesses or started new businesses. The number of Japanese course graduates who have studied in Japan under a scholarship has reached 17. As described above, the five expected outputs have begun to be accomplished, and the three external conditions for the achievement of the project goals are likely to be basically fulfilled. Therefore, the project goals are likely to be mostly achieved. In response to the results of the achievement of the outputs, most of the experts, C/Ps, and CJCC staff members expect that the project goals will be accomplished. This expectation has been confirmed by comments from several members of the board of advisors.

3-2 Summary of the evaluation results

(1) Relevance

It can be said that the Project as a whole is highly relevant, because the Project is in accordance with Cambodia's development policy, the target group's needs, and JICA's policy for cooperation with Cambodia.

(2) Effectiveness

As described above, the project goals are expected to be mostly achieved. This is mainly because the C/Ps, who have a high ability to absorb the techniques and know-how transferred by the Japanese side, and the staff members employed by the Project (CJCC) were placed appropriately and displayed a strong sense of responsibility for the Project and effectively cooperated with the experts. It seems that the building and equipment constructed through grant aid and the Cambodian people's friendly feelings towards Japan have increased the visibility of the CJCC and their interest in the CJCC to some extent from the outset. It can be considered that in general this Project has been highly effective.

(3) Efficiency

In this Project, both Japan and Cambodia have smoothly provided inputs according to the initial plan. In addition, because it can be evaluated from questionnaire and interview surveys of the experts and C/Ps that the contents and quality of the inputs have been appropriate, the conversion of the inputs into the achievements of the outputs has been secured at an appropriate level and it can be evaluated that the efficiency of the Project is relatively high. Above all, it can be evaluated that the placement of Cambodian C/Ps and staff members with a good level of ability has contributed to the effective management of the Project.

The procedures for the management of the CJCC have mostly been established appropriately. Although the functions and membership of the Managing Committee (MC) were defined when the

Project was designed, and the MC has held meetings three times so far, the MC has not functioned as well as expected when the Project was designed.

(4) Impact

Although the Project had a relatively limited impact at the time of the terminal evaluation, it can be evaluated as having a high potential to have a greater impact with regard to the social and economic aspects. If the various activities of the CJCC continue and are further strengthened, it seems possible to achieve the overall goals from a long-term perspective. The achievement of the overall goals depends on whether Cambodia will further increase its ownership and commitment to the Project.

(5) Sustainability

Although the Project is relatively sustainable in terms of its technical aspects, it is evaluated that the Project has medium-level sustainability in terms of both organizational and financial aspects. To improve the Project's sustainability, it is necessary to take measures such as strengthening the organizational system and increasing its own revenues.

3-3 Factors for the emergence of the effects

(1) Ownership by the Cambodian Government – in particular, the Ministry of Education, Youth and Sport and RUPP

It seems that, since the formation of the Project, the strong leadership and coordinating capacity of both the Minister of Education (Vice-Minister at the beginning of the Project) and the Vice-Minister of Education (President of RUPP at the beginning of the Project) has contributed to the smooth implementation of the Project, especially with regard to securing the budget from the Cambodian Government. In addition, the assignment of five RUPP professors, including the Director-General of CJCC, as almost full-time C/Ps has become advantageous.

(2) Use of appropriate and eager human resources as C/Ps or staff members

The appointment of human resources with a high level of ability as C/Ps is also a factor in the success of the Project. Moreover, not only the C/Ps but also many Cambodian staff members employed in the Project are competent and have a high sense of responsibility. Many C/Ps and main staff members have experience in studying or working in Japan, and all the five C/Ps have received training in Japan under the Project. This can be said to be a factor that has increased the effectiveness and efficiency of the Project. Other factors that seem to have increased the effectiveness and efficiency of the Project are that because the Project is the most recent JICA Japan Center project, the Japanese side has acquired appropriate know-how and experience in technical transfer to the appointed C/Ps and staff members.

To raise the organizational sustainability of the CJCC in the future, it is necessary to improve the capabilities of these existing core human resources, train the general staff members, produce new managers through OJT, and identify candidates for CJCC staff members and managers from among a wider range of human resources.

(3) Form of the dispatch of experts in the management of HRD courses

Since the start of the Project, the HRD courses have been managed by a company to which operations were outsourced under a comprehensive contract. According to this method, the

courses have been consistently designed and managed concerning the business sector, which changes rapidly and involves a wide range of subjects to be covered. This made the following possible: flexible design and management of the courses based on baseline surveys and various needs surveys; the selection and dispatch of appropriate short-term experts who cover a wide range of subjects; the promotion of more effective and efficient management and monitoring of operations through the establishment of a monitoring PDM that defined the Project's PDM in detail in terms of numerical targets. Therefore, it can be considered that this method has contributed to the improvement of the effectiveness and efficiency of the Project.

3-4 Problems and the factors causing them

(1) Form of the dispatch of experts for the management of the HRD courses

With regard to the management of the HRD courses, although there are contributing factors described above, because the contractor had to accomplish the achievements under an outsourcing contract, the contractor placed too much importance on the smooth management of the HRD courses, with the result that sometimes the technical transfer to local staff did not advance according to the plan or the identification and use of local lecturers became too circumspect.

A lesson for the future to be taken from these points is that to improve the effectiveness and efficiency of the Project it is necessary to consider more carefully when to apply outsourcing for the management of the courses and what range of inputs to provide under the contract, while fully evaluating the advantages of the dispatch of experts and the implementation of the Project under the outsourcing contract.

(2) Increased concern about resignations by the CJCC managers and staff members

Although one of the factors in the success of the Project is that the CJCC succeeded in employing capable C/Ps and young local staff members who are highly motivated and responsible, there is concern that if local staff members improve their capabilities, some of them may resign from the CJCC. This may affect CJCC's sustainability in the future.

3-5 Conclusions

It has been four and a half years since JICA began to cooperate in this Project. Although the Project started from nothing, it has been progressing smoothly and it is highly likely to achieve the project goals by the end of the Project term. The CJCC has established a basic management structure as a "service providing" institution that is sufficiently sustainable to promote mutual understanding between both countries. In the city of Phnom Penh, the CJCC has become well-known as a high-quality center that provides practical business training and Japanese language education. However, it seems that it will take some time to confirm its visible impact on the promotion of a market economy in Cambodia and mutual understanding and friendship between both countries. To have a satisfactory impact in the future, the CJCC should make continuous efforts to plan and carry out effective and efficient projects for longer periods. Securing the CJCC's organizational and financial sustainability in particular is an important issue to be discussed in the future. Although this Project has established the foundation for future development, it is necessary for the CJCC to make efforts to strengthen the sustainability of the Project together with related Cambodian organizations and JICA.

3-6 Recommendations (concrete measures, proposals, and advice concerning the Project)

The evaluation team has given the following recommendations concerning the Project:

(1) Management of the CJCC

Strengthen coordination between the HRD courses, the Japanese language courses, and exchange events, by promoting the sharing of information and collaboration between these departments.

- 1) Establish medium-term staff assignment and training programs, including clarifying the definition of the functions of the position of each person in writing.
- 2) Consider an independent method of developing the institutional capabilities, such as the establishment of job manuals.
- 3) Establish a medium-term financial management plan, including clear policies for both revenue creating services and the effective use of its own revenues.
- 4) Make a greater effort to increase its own revenues to ensure that the management is sustainable.
- 5) Consider improving the performance of the CJCC facilities to make a sustainable and realistic financial plan possible.

(2) Management of HRD courses

- 1) Make greater efforts to identify and qualitatively improve local lecturers.
- 2) Increase efforts with regard to collaboration with related organizations, such as the Ministry of Commerce and other business training institutions.
- 3) Increase the opportunities to exchange opinions and experience among graduates and to expand the CJCC network as follow-up activities for the graduates from the HRD courses.

(3) Management of Japanese language courses

- 1) To increase the number of local lecturers who can teach intermediate level or higher level courses, make efforts to carry out more training courses to improve the teaching ability of Cambodian teachers in the Japanese language.
- 2) Strengthen the functions for the coordination of networking among Japanese language education communities, including universities and language schools.

(4) Management of exchange programs

- 1) Promote information sharing and collaboration with the Royal University of Fine Arts and other universities.
- 2) Make efforts to discover new target groups while improving the existing programs and designing new programs to deepen the understanding of the culture and traditions of both countries.

In addition, to achieve the outputs more effectively, the evaluation team recommended considering the following matters during and after the remaining project period.

- (5) Strengthen the relationship between the CJCC and the member organizations of the board of advisors, such as the Ministry of Commerce. CJCC is expected to take a more positive approach in order to plan and implement joint projects with such organizations effectively.
- (6) Redefine the powers and responsibilities of the Managing Committee and further examine the decision-making process of the CJCC.

3-7 Lessons learned (matters that serve as reference materials for the identification, creation, implementation, and management of similar projects derived from this Project)

Through this evaluation study, the evaluation team extracted the following two lessons from this Project to use as reference materials for other Japan Center projects:

(1) Creation of relations with C/Ps whose ownership is high (C/Ps' staff assignment and leadership))

The Cambodian side has appointed C/Ps (university staff members) as the Director-General of the CJCC and the managers of its main sections. The appointment of staff members likely to stay with CJCC for a long time will strengthen the foundation for the management of the Project and improve its sustainability. Therefore, in other Japan Center projects also, to improve the outputs, it seems that an effective approach is to consider the proportion of staff members that stay for a long time, strengthen the organizational management system by displaying the Director-General's leadership, and endeavor to promote understanding among all related personnel. However, there is concern that if smooth communications and relations of trust with the Japanese expert team are adversely affected, this may have a serious effect on the management of the Project.

(2) Importance of process control in the establishment of the organization

This Project created an organizational system from nothing and established an organization that has 46 C/Ps and staff members. Meanwhile, although the Japanese side continued technical transfers, it provided cooperation during the period of the Project with an understanding common to the Japanese parties concerned in this Project that the Cambodian side should take the leadership in the activities of the CJCC. The Japanese side also repeatedly conducted its activities through trial and error at the beginning of the Project, but by the time of this evaluation many of the CJCC's activities were being carried out under the leadership of the Cambodian side.

To ensure the sustainability of any project, as seen in this Project, it is important that a common understanding between to the parties concerned in the project should be perceived, shared, and put into practice for any process during the project period.